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ABSTRACT

In 1972 the School Breakfast Program was revised and made available to all schools in the country. The program also provides meal subsidies, surplus commodities, and equipment money. This guide is designed to help community members become aware of the programs and their benefits and to organize local school lunch and breakfast campaigns. The guide describes the operation of the programs, the importance of a State Plan of Child Nutrition Operations in expanding the programs, and the nutritional requirements of the programs. Techniques are outlined for organizing a local school breakfast campaign. Some arguments and solutions are suggested for dealing with principals, superintendents, or school board members opposed to school food service programs. The appendices contain forms to assist school breakfast committees. Also included are the addresses of state education agencies and U.S. Department of Agriculture regional and national offices. (MLF)

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FRAC'S GUIDE to the SCHOOL Lunch and Breakfast PROGRAMS

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FOOD RESEARCH AND ACTION CENTER

AUGUST 1978

Courtesy of Washington, D.C. Public Schools.

FRAC's Guide to the School Lunch and Breakfast Programs

August, 1978

Copies are available for $1.00 ($.75 for orders of 50 or more), and are free to people or community groups who cannot afford the price.

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FRAC
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Introduction

You can help. You can help get breakfast and lunch programs into all the schools in your community and state that need them. The National School Lunch and Breakfast Programs are *available to every school that wants them.* You can help by becoming aware of the programs and their benefits, by organizing local school lunch and breakfast campaigns, by keeping watch on your state's performance, and by working to make sure that quality meals are served to your children and the children of your neighbors.

The federal government has been helping local school districts serve children nutritious meals for over 30 years. Today, about 26 million children in more than 90,000 schools receive a school lunch. The School Breakfast Program feeds 2.8 million children in over 20,000 schools. Three years ago, the lunch and breakfast programs were made available to children in residential care institutions. Now 112,000 children in over 3,000 of these facilities receive these benefits.

Yes, the programs have expanded in recent years, but there are still many children who need them and don't have them. Nearly 10,000 schools don't offer lunch, and 80,000 schools serve no breakfasts. Thousands of public and private residential institutions do not even know the programs exist. As a result, millions of American children go to school without eating and spend their mornings restless and inattentive because they're hungry. Many others can't afford a decent lunch and simply go hungry or eat cheap "junk food" instead.

Unfortunately, starting programs in the schools and institutions is only a first step. The programs must be monitored closely to insure that nutritious, enjoyable meals are served. Equally important, nutrition education should be an integral part of the meals program.

You can help do all those things. This Guide is designed to help you go about it. It describes the operation of the school meals programs, the importance of the State Plans of Nutrition Operations in expanding the programs, and the nutritional requirements of the programs. It will also aid you in organizing a school breakfast campaign in your community and in tackling state legislation.

If we at FRAC can assist you with these vital tasks, please feel free to call or write. We are eager to help you make these programs work in your community.

Bread, Justice, and Love,

Paula Roberts
for the FRAC Staff

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What You Should Know
about the School Lunch and Breakfast Programs

1. WHAT ARE THEY?

The National School Lunch Program (NSLP) was started in 1946 to provide wholesome meals to children and to help dispose of surplus food. Schools can get cash for each meal served as well as surplus food and money for food service equipment.

The School Breakfast Program began in 1966. At first, it was aimed primarily at low-income children. However, in 1972, it was revised and made available to all schools in the country. It also provides meal subsidies, surplus commodities and equipment money.

2. WHO RUNS THEM?

On the *national* level, the programs are run by the School Programs Division of the Food and Nutrition Service (FNS) of the United States Department of Agriculture (USDA). FNS administers the federal law, writing regulations and issuing guidance material to the states. It collects statistics on program participation and monitors the State Plans of Child Nutrition Operations.

FNS also has regional offices that are responsible for particular states. Regional officials review state plans, monitor state performance and assist states in implementing the programs. In some cases they also run the state's program in private schools and residential institutions.

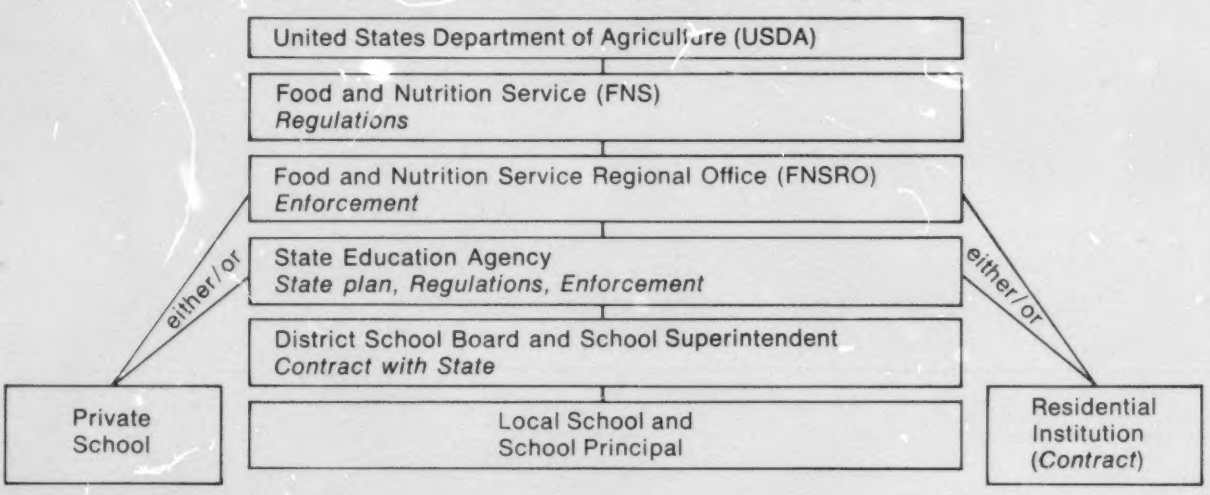
On a *state* level, the programs are run by the state education agency. The state signs a contract with FNS, agreeing to run the programs under federal rules. The state also develops a State Plan of Child Nutrition Operations each year describing how it will operate and expand the programs. The state can also establish its own regulations so long as they do not contradict the federal rules.

On a *public school* level, school districts are responsible for the programs. After approving implementation of the program, the school board signs a contract with the state requiring it to abide by federal and state regulations. In some states, the state agency also administers the programs in private schools or residential institutions. In other states, either state law or the state constitution prohibits this practice. Therefore, *private schools* or institutions can apply to either the state education agency or the FNS regional office, whichever is applicable.

The following chart shows how this system works.

CHART I

The Administration of the School Food Programs



Note: The federal regulations are found at Title 7 of the Code of Federal Regulations, Part 210 for the Lunch Program and Part 220 for the Breakfast Program. A list of the state agencies, FNS regional offices and FNS national offices is in Appendices N and O.

3. WHICH SCHOOLS ARE ELIGIBLE TO PARTICIPATE?

The law says that all schools that want to operate either the School Lunch or School Breakfast Program *must* be provided with the necessary funds. The state cannot limit the number of participating schools or the number of children a school can serve. The only requirement for participation is that the local school district ask for it. Once the school board makes the decision and applies to the State, the application must immediately be approved for funding.

Note: From here on in this GUIDE, the term "school" means both public and private schools of high school grade or under (including kindergarten and pre-schools which are part of the regular school system). "School" also refers to a non-profit private or public residential child-care institution.

4. HOW DOES A SCHOOL DISTRICT APPLY?

The school district must apply to the food service division of its state education agency. The application process is very simple; it only requires filling out forms supplied by the state agency. If the school district already participates in the School Lunch Program, it's no trouble implementing the Breakfast Program.* If necessary, the state agency can help the local district fill out the forms.

5. WHAT'S FOR BREAKFAST? WHAT'S FOR LUNCH?

In order for a school to receive federal reimbursement, certain nutritional requirements must be met.

The minimum BREAKFAST that a school can serve is:

- ½ pint fluid milk;
- ½ cup fruit or vegetables, or full strength fruit or vegetable juice;
- 1 slice whole-grain or enriched bread or an equivalent serving of cornbread, biscuits, rolls, muffins, etc., or ¾ cup serving of cereal;

and, as often as possible:

- protein-rich foods such as an egg, a one-ounce serving of meat, poultry, fish, cheese, or two tablespoons of peanut butter.

The minimum LUNCH that a school can serve (a "type A Lunch") is:

- ½ pint fluid milk;
- 2 oz. (edible portion as served) of lean meat, poultry or fish;

  OR

- 2 oz. of cheese or 1 egg;

  OR

- ½ cup of cooked dry beans or peas;

  OR

- 4 tablespoons of peanut butter or an equivalent of any combination of the above-listed foods;
- ¾ cup serving consisting of two or more vegetables or fruits or both;
- 1 slice whole-grain enriched bread or a serving of cornbread, biscuits, rolls, muffins, etc., made of whole-grain or enriched meal or flour.

The portions may vary depending on the age of the children. Senior high, junior high, and middle school students must be offered a full meal but need take only three of the five food items. The school district, however, will be reimbursed for the full cost of the meal.**

6. WHO PAYS FOR THE MEALS?

School meals are either: "free," "reduced-price" or "paid." The cost of a "free" meal is paid entirely by the federal government (USDA). The cost of "reduced-price" or "paid" meals is shared between USDA and the child's family. The amount of the family's share depends on the family's income.

REMEMBER: At least some of the cost of every meal served is paid for by USDA.

The USDA reimbursement should be enough to cover the cost of the meal. In some states (New York, California, Illinois, Maryland, Michigan, Massachusetts), the state may give additional money to schools to operate the programs.

The normal Federal per-meal reimbursement for each breakfast is:

- 42.5¢ for a free breakfast
- 34.75¢ for a reduced-price breakfast
- 12¢ for a paid breakfast

The normal Federal per-meal reimbursement for each lunch is:

- 83.5¢ for a free lunch
- 73.5¢ for a reduced-price lunch
- 15.25¢ for a paid lunch

These rates are in effect from July 1, 1978 to December 31, 1978. They change every January and July depending on changes in the cost of food of the Consumer Price Index.

* It will be even easier next year as a result of a change in the legislation now pending in Congress. See the Section of this GUIDE titled "New Federal Legislation."

** USDA has published *interim* regulations on new lunch patterns in the school lunch program. [See *Federal Register*, August 22, 1978, pg. 37165.] In addtion, there are special meal requirements for children under age six; see Appendix Q.

7. HOW DOES A CHILD QUALIFY FOR A FREE OR REDUCED-PRICE MEAL?

A "child" is defined as anyone under 21 who goes to school. Each school district must serve **free meals** to all children from families that apply whose income is less than 125% of the federal poverty level * (Column I in the chart below).

Each school district must serve **reduced-price meals** to children whose families apply if the family income is below 195% of the poverty guidelines (Column II) but above the guideline for free meals. The school may charge these children *up to* 20¢ for lunch and *up to* 10¢ for breakfast. USDA will make up the difference between what the child pays and the actual cost of the meal up to certain maximums (see 6 above).

REMEMBER: A school district can charge less than the 20¢ and 10¢ maximums if it wishes.

8. THE 1978-79 ELIGIBILITY GUIDELINES FOR FREE AND REDUCED-PRICE MEALS

ELIGIBILITY GUIDELINES
(July 1, 1978 to June 30, 1979)

Family Size	I Guidelines For Free Meals	II Guidelines for Reduced-Price Meals
1	$ 4,190	$ 6,530
2	5,500	8,580
3	6,810	10,630
4	8,110	12,660
5	9,310	14,530
6	10,510	16,400
7	11,600	18,100
8	12,690	19,790
9	13,680	21,330
10	14,660	22,870
Each Additional family member	+970	+1,520

NOTE: These figures represent gross income, before taxes are deducted. These figures will change on July 1, 1979. There are also "hardship criteria" such as unusually high costs for shelter, medical expenses and certain educational expenses that can be deducted from a family's gross income in deciding on eligibility. **The figures for Alaska, Hawaii, and Guam are higher;** write FRAC for them.

* Under current law, the State could choose to set eligibility for free meals at the poverty line and then offer reduced price meals to those whose income falls between the poverty line and 195% of poverty. To our knowledge, no state does take this approach; all use 125% of the poverty line as the cut-off point. In addition, under legislation now pending in Congress, eligibility for free meals will be mandated at 125% of the poverty line.

9. WHAT ARE YOUR RIGHTS?

Parents and children have additional rights:

a. Any child who is eligible for a free or reduced-price lunch is automatically eligible to receive a free or reduced-price breakfast.

b. If an eligible child transfers to another school within the same school district, the family does not have to reapply for a free or reduced-price meal.

c. Discrimination is forbidden. Children who get free or reduced-price meals *cannot* be treated differently from children who pay. Separate lines, different meals, different colored meal tickets, or different cafeteria entrances are prohibited. Children should not be served at different times or in different dining areas.

d. Children cannot be forced to work or perform any chores in order to receive free or reduced-price meals.

e. Children cannot be punished by being denied meals.

f. Parents have the right to be told by school district officials about the rules and administration of the Programs. Each year the district must either send notices home with the children or mail notices to the home. At a minimum, these notices should include:

- the eligibility guidelines for free or reduced-price meals, including information about special hardship criteria;
- information on applying for free or reduced-price meals;
- the names of the school officials who will decide if a child is eligible for free or reduced-price meals;
- how the school will keep the names of children receiving free or reduced-price meals confidential;
- how a family can appeal any decisions that the parents feel were unfairly made by school officials; and
- the fact that a child whose parent(s) become unemployed is immediately eligible for free or reduced-price meals if family income then falls within the guidelines.

g. The application for a free or reduced-price meal can deal only with questions of income and family size. It cannot pry into a family's situation, and it is strictly confidential. (See Appendix A.)

h. If the application shows that a child is eligible for a free or reduced-price meal, the child must *immediately* receive such a meal. School officials can challenge an application only if they have a *good reason* to believe it is untruthful or incomplete. They can hold a hearing to decide whether the application is correct, but the child must continue receiving the free or reduced-price meals until the issues are decided. Under this process, the family is protected by the U.S. Constitution, including the right to be heard by an impartial person. A copy of the hearing procedure is in Appendix L.

10. HOW DOES THE USDA PAYMENT WORK?

Every three months, USDA gives the states a letter of credit *in advance* for the next quarter. The states, in turn, can send advance money or issue a letter of credit to the school districts. Make sure your state has established a policy to insure that an advance payment system is available. Otherwise, the school district must pay the bills and be reimbursed later by the state.

11. WHAT IF A SCHOOL CAN'T AFFORD THE BREAKFAST PROGRAM?

Additional money is available to operate a *school breakfast program* in schools that can't afford to run the program within the regular federal reimbursement rates. These schools are called "especially needy" schools.

Federal guidelines define an "especially needy" school as having:

- a high percentage of students eligible for a free or reduced-price breakfast; or
- unusually high food and preparation costs; or
- other local hardships such as flood or fire disasters, major equipment cutbacks, etc.

The states develop their own definitions of "especially needy" within these guidelines. For example, the state decides what constitutes a "high percentage of students eligible for free or reduced-price meals." This definition must be included in the state's Plan of Child Nutrition Operations.

If a school qualifies, it can receive the actual cost of producing and serving a meal, up to a maximum of:

- 52.25¢ for each free breakfast served
- 47.25¢ for each reduced-price breakfast served

These rates are also updated every January and July to reflect changes in the cost of food in the Consumer Price Index.

Many states, however, have never written an "especially needy" definition or have written one with which no school can comply. (That is their way of making sure no one can get this money.) As of October 1977, the following states have *never* given out "especially needy" funds in spite of the fact that an appropriate "especially needy" definition could bring extra federal money into the state and would help local school districts pay for the program. The states are:

Alabama
Arkansas
Colorado
Illinois
Indiana
Iowa
Kansas
Kentucky
Louisiana
Maine
Minnesota
Mississippi
Nebraska
Nevada
North Carolina
North Dakota
Oklahoma
Oregon
Rhode Island
South Carolina
Texas
Vermont
Virginia
Washington
American Samoa
Guam
Puerto Rico
Virgin Islands

12. WHAT ABOUT FOOD COMMODITIES?

USDA does provide schools with food commodities for the School Lunch and Breakfast Programs.* The average value of this assistance is 12.75¢ for each lunch served and 3¢ for each breakfast served. USDA tries to give the commodities each year, but if the value of the commodities falls below the average value, it gives the schools cash instead. Schools may also reject up to 20% of the commodities offered and take different commodities instead.

Some of the products that are available are frozen turkey rolls, canned boned poultry, roasted peanuts, vegetable oil, shortening, canned fruits and vegetables, non-fat dry milk, butter, cheese, flour, rice, grits, rolled oats or wheat, cornmeal and canned juice.

13. CAN SCHOOLS GET EQUIPMENT?

Yes, federal funds for "non-food assistance" are given to the states to help schools buy kitchen equipment, tables, chairs, and utensils needed for the food service programs. Federal funds usually cover about 75% of the cost of this equipment and the remaining 25% must come from local or state sources. *If a school is an "especially needy" school, 100% of the cost of equipment may be provided from federal funds.* The state must define an "especially needy" school for non-food assistance purposes and must include this definition in the state plan. (Note: An "especially needy" non-food assistance school is not necessarily the same as an "especially needy" school for higher breakfast reimbursement rates.)

Since these funds are limited, states must set priorities in distributing them. Money must first go to schools without a meals program or without the facilities to offer hot meals. This includes schools whose equipment is so old that they may have to drop out of the program or stop serving hot meals. The second priority is to replace equipment in schools that prepare hot meals on site or at a central kitchen operated by the school district. Funds can be given for equipment for schools serving pre-plated meals *only if* the school can show that using this method is the only way it can start up or continue in the program.

14. HOW MANY SCHOOLS NOW PARTICIPATE?

The chart on the next page lists how many schools in each state offered lunch and breakfast to their students as of October 1977. It will also indicate the number of meals served "free" or at a "reduced-price." The figures demonstrate the potential for program expansion.

* If a state has phased out its commodity distribution centers, the schools can get cash instead. Kansas is the only state that currently receives cash instead of commodities.

CHART II

PARTICIPATION IN SCHOOL BREAKFAST PROGRAM COMPARED TO PARTICIPATION IN SCHOOL LUNCH PROGRAM

State	Schools Serving Lunches	Schools Serving Breakfasts	Percent of Lunch-Serving Schools also Serving Breakfast	Children Receiving Free Or Reduced-Price Lunches	Children Receiving Free Or Reduced-Price Breakfasts	Percent of Children Receiving Free or Reduced-Price Lunch Also Served Breakfast
Alabama	1,268	449	35.4	353,762	70,892	20.0
Alaska	219	25	11.4	9,936	976	9.8
Arizona	863	304	35.2	112,806	26,332	23.3
Arkansas	1,068	387	36.2	169,444	36,484	21.5
California	6,867	1,920	28.0	1,048,238	259,112	24.7
Colorado	1,225	141	11.5	91,723	8,330	9.0
Connecticut	1,162	57	4.9	110,740	1,906	1.7
Delaware	218	64	29.3	28,723	4,902	17.0
District of Columbia	196	188	95.9	62,986	24,065	38.2
Florida	2,033	779	38.3	515,153	103,614	20.1
Georgia	1,808	697	38.5	395,199	108,632	27.4
Hawaii	230	124	53.9	44,152	13,391	30.3
Idaho	519	23	4.0	27,423	423	1.5
Illinois	4,173	757	18.1	417,477	64,690	15.5
Indiana	2,259	333	14.7	147,004	19,299	13.1
Iowa	2,023	132	6.5	90,800	5,603	6.2
Kansas	1,639	177	10.7	82,018	14,421	17.5
Kentucky	1,494	775	51.9	253,478	97,950	38.6
Louisiana	1,760	682	38.7	425,446	96,793	22.7
Maine	744	138	18.5	69,597	7,916	11.3
Maryland	1,413	422	29.8	185,552	24,414	13.1
Massachusetts	2,499	735	29.4	259,533	57,090	21.9
Michigan	3,210	135	4.2	287,874	10,842	3.8
Minnesota	2,115	168	7.9	150,905	12,801	8.5
Mississippi	938	258	27.5	298,920	49,472	16.5
Missouri	2,522	246	9.8	216,762	29,705	13.7
Montana	590	73	12.3	24,719	3,261	13.1
Nebraska	1,123	70	6.2	43,869	2,709	6.1
Nevada	223	98	43.9	20,360	6,821	33.5
New Hampshire	440	37	8.4	32,219	265	.8
New Jersey	2,548	414	16.2	395,416	45,068	11.4
New Mexico	637	169	26.5	103,292	13,054	12.6
New York	5,899	1,159	19.6	1,060,652	123,550	11.6
North Carolina	2,019	1,008	49.9	478,331	132,559	27.7
North Dakota	457	26	5.6	17,305	1,190	6.8
Ohio	3,937	789	20.0	258,688	87,712	33.9
Oklahoma	1,883	437	23.2	155,707	30,588	19.6
Oregon	1,187	100	8.4	71,873	5,963	8.2
Pennsylvania	4,397	342	7.8	448,885	45,519	10.1
Rhode Island	377	66	17.5	46,776	5,992	12.6
South Carolina	1,085	389	35.8	298,249	65,716	22.0
South Dakota	645	135	20.9	35,172	5,135	14.6
Tennessee	1,654	310	18.7	300,797	41,616	13.8
Texas	5,148	1,404	27.2	797,502	176,106	22.0
Utah	567	26	4.5	43,212	2,173	5.0
Vermont	361	23	6.4	19,402	514	2.6
Virginia	1,797	384	21.3	288,604	36,807	12.7
Washington	1,495	261	17.4	118,735	15,303	12.8
West Virginia	1,228	460	37.4	131,300	39,790	30.3
Wisconsin	2,406	135	5.6	137,016	4,018	2.9
Wyoming	257	7	2.7	8,850	532	6.0
U.S. Totals	90,660	20,458	22.6	10,880,076	2,062,578	19.0

Source: U.S. Department of Agriculture (October 1977)

Organizing a School Breakfast Campaign

Your first and most effective route to program expansion is to "start local." Focus on your child's school or the schools in your community. In this Guide, we only discuss organizing a local school breakfast campaign. By singling out school breakfast, we are not suggesting that school lunch be ignored. The same techniques can be used to get a lunch program started, if that is what your community needs.

Remember: there is never a right or wrong way to organize or win a campaign. Our suggestions must be adapted, expanded or even discarded according to your community's special needs.

1. FORM A COMMITTEE

The School Breakfast Committee is a group of people willing to work to expand or improve school food services. At first, it might be a group of interested parents or advocates concerned about children's diets. This small group should be familiar with how the program operates so that its members can serve as "outreach" workers, persuading other individuals and groups in the community to join. They should contact students, welfare rights activists, religious groups, anti-hunger coalitions, children's rights groups, Title I Parent Advisory Councils, CAP agencies, community service agencies, League of Women Voters, and the organization or union that represents the school food service workers. They might also want to contact school nurses, doctors and dietitians. Other groups to consider are dairy associations, local and state food co-ops, farmers and grocers since they would benefit economically if the program were implemented. You may find that a breakfast campaign has the potential for uniting people who would ordinarily be on opposite sides of the fence. At any rate, the broader based the group, the better!

2. GET ORGANIZED!

If no one is in charge, nothing gets done. Therefore, you need to establish some simple rules to enable the School Breakfast Committee to work. Choose a chairperson(s) to be responsible for coordination and a secretary to keep everyone informed of meetings and to correspond with other groups. If you are large enough to form sub-committees to carry out specific tasks, select subcommittee leaders. A sample set of basic rules is contained in Appendix B.

If possible, you should also set up an office. A church, community center, welfare rights organization or CAP agency can usually provide space. Access to a telephone and mimeo machine is helpful. If space is not available, select someone's home and work out of there. Next, each member of the committee should be given something to do. Possible assignments are:

a. *Visit existing school breakfast programs near your community* to see them in action. Talk to students, parents, teachers, principals, school superintendents and food service workers and managers. They can explain the benefits of the program as well as potential problems. You can find out which schools operate a breakfast program in your state by calling the state school food service office (list in Appendix N). They can also tell you who to call to set up an appointment.

b. *Conduct a school survey* to determine which schools have the greatest need for a breakfast program. Those schools that *must* have the program will be your target schools. The selection of schools to survey can be based on the number of lunches being served, distance of children's homes from schools, or family income data. This information should be available from the school principal or the superintendent of schools. It may also be useful to survey the parents in your target schools to measure their interest in a program. Many parents do not know that their schools could offer breakfast. Some might even want to join the School Breakfast Committee and help get the program going. A sample student breakfast interest survey is in Appendix C.

c. *Develop a Fact Sheet* about the program to distribute to interested parents, teachers, school board members and community organizations. A sample fact sheet is in Appendix D.

d. *Recruit more supporters.* Focus on school officials who support the breakfast program, especially food service personnel, school principals, and teachers. Arrange a meeting with the principals of your target schools. Give them a fact sheet, explain the program and express your interest in starting a School Breakfast Program. Emphasizing the educational benefits of the program is a good approach. If you can get the principals on your side, half the battle is won. Try also to find at least one contact person—a parent or teacher—at each target school. That person can serve as a liaison with the principal, teachers and parents, letting them know what is happening and how they can help.

e. *Complete the "School Food Program—Community Survey"* (Appendix E). This information, combined with the other facts the Committee has gathered, will help you evaluate your situation.

f. *Appoint a group to attend all regular and special school board meetings* and report back to the School Breakfast Committee. Some school boards have voted to eliminate all food programs, with the community unaware of their decision until days later.

g. *Schedule a meeting of the School Breakfast Committee* for new supporters, to share information and answer questions. At this meeting, plan strategies for dealing with problems, and for convincing the school board and administration that your schools need a School Breakfast Program. New committee members should volunteer for such tasks as meeting with other groups, visiting schools and distributing fact sheets.

h. *Select representatives and arrange a meeting with the Superintendent of Schools.* Explain the need for the School Breakfast Program and the parents' desire to have such a program available. Make it clear that you want his or her cooperation in getting the program going and that you would like to work together.

i. *Prepare for a public meeting.* If the superintendent is not cooperative or if you feel a community meeting would help convince the school board to support your efforts to expand the breakfast program, call one. Public meetings also help in reaching other parents and making it publicly known that you exist. Finally, a public meeting may also strengthen the School Breakfast Committee's working relationship and provide individual and group recognition. The committee must publicize the meeting (see sample flyer in Appendix F), prepare hand-outs, arrange a location, set the agenda and speakers, and arrange press coverage of the meeting. The press work is important, both to publicize the meeting before it takes place, and to report the interest the meeting has generated. It also lets the school board and school administration know that the desire for a breakfast program is a public issue. (See sample press release in Appendix I.)

3. SCHEDULE A PUBLIC MEETING

Hold a public meeting for parents, students, educators and anyone else interested in a School Breakfast Program. This meeting must be planned very carefully in order to demonstrate the well-orchestrated and broad-based nature of your effort. (See sample Agenda, Appendix G.)

The purposes of the meeting are: a) to convince the public (and the media) of the need for the School Breakfast Program, and b) to enlist more people in your organizing effort. Your presentation should stress the nutritional and educational benefits of the program, the availability of federal funds, and your ideas for implementation. Remember to schedule time for questions. You might also serve a sampling of foods considered ingredients of a good school breakfast. Important: supply sign-up sheets for potential members.

Be sure that the meeting's fact sheet explains the purpose of your work so the information can travel the grapevine of friends and neighbors. Distribute fact sheets to the media so they can write informed articles. If you list the groups that are supporting school breakfast, it will show attending school officials that you are serious about your efforts and enjoy significant community support. Invite students, parents and staff from schools that are operating successful breakfast programs to the meeting to discuss their experiences.

Decide on either one large meeting or several smaller meetings—whichever would be more effective. (In some areas, a series of meetings may reach more people and attract more publicity. It also means more work!)

If school officials and board members are supportive, you might want to call a joint meeting with them to provide them an opportunity to look like "good guys." At this stage, your meeting should have an encouraging tone, designed to bring people together.

IMPORTANT NOTE: If school officials and members of the Board of Education seem open to establishing the programs in your school district, you may not want to call a public meeting. It is possible that public meetings and/or wide publicity could backfire, either by putting the school board on the defensive (and thereby raising obstacles that weren't there before) *or* by arousing those who oppose a School Breakfast Program. It's for reasons like this that we stress that you must adapt your strategy to *your* community's need and situation.

4. IMPLEMENT YOUR STRATEGY

By now, you should know whether the superintendent and the school board are going to cooperate. If they are, the rest is simple. You meet with the school board, develop a plan for implementing the program, and assist them in ironing out potential problems.

If things get sticky, you just have to push harder. Here is how to go about it:

a. *Prepare for the meeting with the School Board.* The School Breakfast Committee must be ready to pressure an uncooperative school board and administration into applying for the breakfast program. Meeting with the school board is critical and the Committee (or an appointed task force) must prepare very carefully. You must:

- √ Get on the meeting's agenda. Most boards insist that names and affiliation of speakers be officially placed on the agenda a week or two before the meeting. Otherwise, they may not accept your request to make a presentation.

- √ Know your school board, how it works, and how meetings are conducted. Many school boards hold work sessions immediately before or a few days before their public meetings. The real decision-making is done at these meetings. If your state has a Sunshine Law, then you can attend these meetings and get a sense of the board's position.

- √ Visit each board member or mail them school breakfast information in order to enlist commitments or statements of support.

- √ Prepare your presentation for the board. Select speakers and formulate speeches. Have in hand a written statement for the board that includes reasons for starting the program as well as suggestions for implementing it. (See Sample Statement, Appendix H.) In some cases, a representative from the state education agency will attend the board meeting to help with your presentation. They should be there only to assist you and should not take over the meeting. Try to have a sympathetic state official attend. This is the best way to get across the financial incentives for participants. A state representative can promise full reimbursement, offer equipment assistance, and tell the board if the schools qualify as "especially needy" schools.

- √ Anticipate the school administration's arguments. Know your facts. (See the section "Excuses, Excuses—The 'We can't because . . .' Problem" on page 12 of this GUIDE.)

- √ Ask supporting groups and people (especially very "influential" people you have recruited—such as members of the business community or politicians) to send letters of support to the school board and the newspapers.

- √ Contact the media and let them know your presentation is on the agenda. Make sure they are familiar with your positions. (See Sample Press Release, Appendix I.)

- √ Get YOUR SUPPORTERS—as many as possible—TO THE SCHOOL BOARD MEETING, and don't forget the students! Remember: Some of your friends will need transportation; others may need babysitting. Make arrangements ahead of time.

b. *The School Board Meeting.* If you have prepared properly, know the facts, have your supporters there, get media coverage, have generally laid the proper groundwork, and your school board is not completely insensitive to the needs of children and the community, the board, *at this meeting,* should make a commitment to begin a School Breakfast Program. Offer your assistance in implementing the Program and ironing out problems.

Be assertive: Don't be bought off by a "study" or by their need to "think about it." They should have been thinking about it from the beginning. *Get as firm a commitment as you can at this meeting,* and make sure that the media reports the board's decision to implement a School Breakfast Program. Being on record makes it harder for them to backslide.

5. FOLLOW-UP

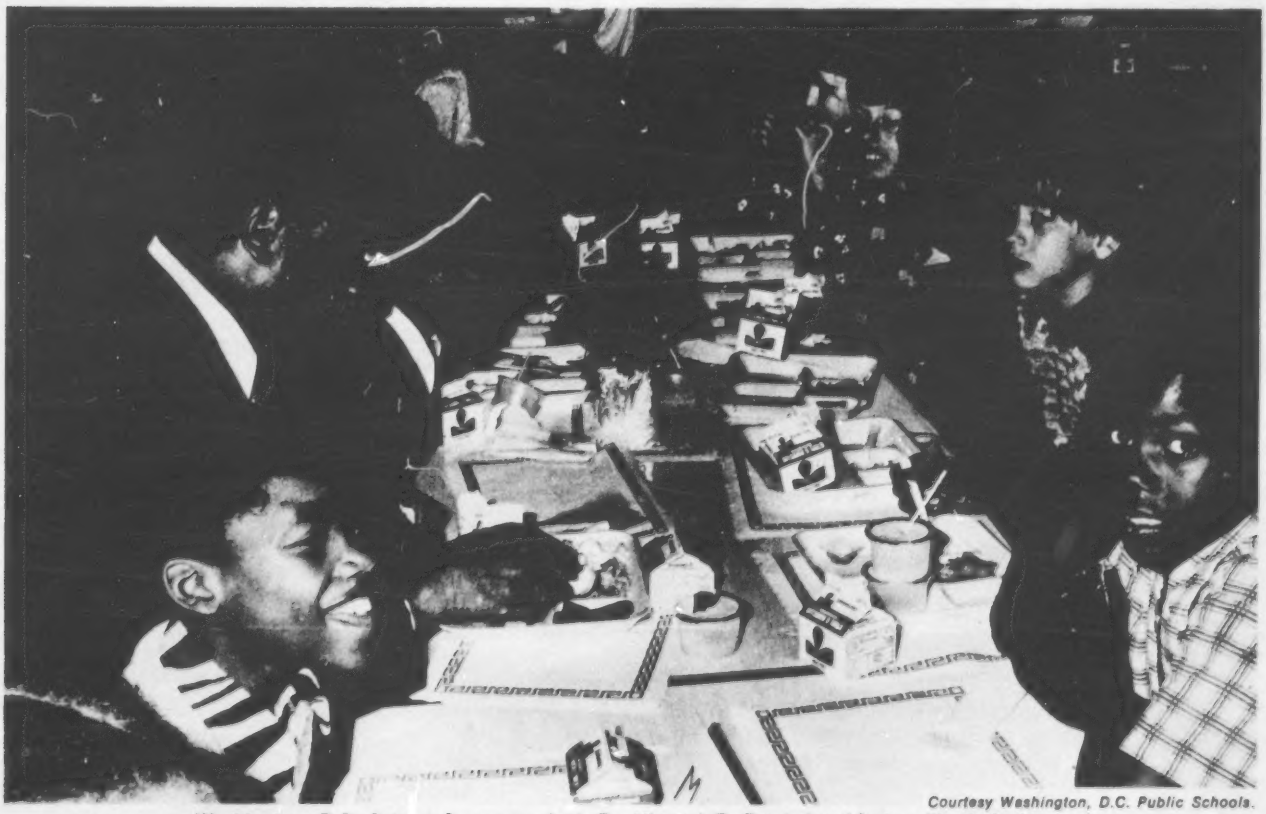
a. *If the school board is unwilling* to commit itself, or if they are simply opposed to a breakfast program, you must double your efforts. Find more advocates, enlist editorial support and additional press coverage, and work on individual board members or school officials. Over the long run, you might have to work to defeat the hostile board members at election time and replace them with supporters.

Another tactic is to go to the state food service director. If your schools were on their list of target schools for this year, or if your schools have at least 25% of their students eligible for free and reduced-price meals, then the state people should help you "persuade" the school board. Under proposed USDA regulations, the states are supposed to be dealing with schools in this category and should have an action plan for doing so. (See section on State Plans on page 16.) With pressure from both you and the state, the school board might be turned around.

b. *If you are successful,* you still have plenty to do. Make sure the board acts on its decision and that the state education agency approves quickly. Once the application is approved, you must start working with the principals and food services directors to ensure that a good program is developed.

- √ Insist that parents and students participate in the menu planning. Be sure breakfasts are varied, nutritious, and appetizing. A survey of student food preferences could be very helpful. A sample survey is found in Appendix J.
- √ Appoint a contact person responsible for each school that is to have a breakfast program. That person can monitor progress and help solve any problems that come up.
- √ Observe the program in action. There should be no discrimination against children who receive free or reduced-price meals. The atmosphere should be pleasant, encouraging the children to eat breakfast. Nutrition education should be included in the Program. Check with parents to make certain that the school has sent notices and applications home to parents. Are the notices encouraging and factual? Are reduced-price meals offered to all those eligible?
- √ Check the participation rate. Are children from families at all income levels participating?

If you're not satisfied in an area, meet with the principals and food services directors and discuss the problems. Remember it is the community that employs the school principal, teachers and all other school personnel. *They are your employees.*



Courtesy Washington, D.C. Public Schools.

Washington, D.C. School Superintendent, Dr. Vincent E. Reed, breakfasts with students.

Excuses, Excuses—
the "We Can't Because . . ." Problem

In dealing with principals, superintendents or school board members, you may encounter many "reasons" why they *can't* start a School Breakfast Program. Most of these "reasons" disappear in the face of solid information, a little imagination, and a willingness to compromise.

Here are some of the arguments and some solutions to various "no, because's":

1. "It's not our job."

Many people don't think it's the schools' job to feed children. They consider it the parents' job and "communistic" or anti-family to involve the schools in the feeding process.

Point out that schools have been serving lunch since 1946 without damaging the American family. Note that Congress has determined that breakfast is particularly important for children, especially low income children, children of working parents and children who have to travel long distances to school everyday. [42 U.S.C. §1773] Congress has consistently backed this program as being in the best interest of children.

However, the best argument is that eating breakfast contributes to a child's educational experience. Scientists have shown that a good breakfast is vital to a child's ability to pay attention and learn in school. One study on elementary school children concluded that "the omission of breakfast was demonstrated to result in poor attitude toward school work and to detract from scholastic attainments." [The Iowa Breakfast Studies] Despite this, other studies have shown that 12% of elementary school children don't eat breakfast and that another one-half to two-thirds eat an inadequate breakfast. [Journal of Home Economics, Vol. 45, Page 504 (1953)] A Massachusetts study showed that only 5% of all children had a good breakfast. [Focus on Nutrition, Massachusetts Department of Education (1969)] You can also use the results of your own school breakfast survey (Appendix C) to show that children in your community don't eat an adequate breakfast and could benefit from a School Breakfast Program.

Eating breakfast is crucial to a child's school performance, yet few children actually eat an adequate breakfast. Any teacher or school board member truly interested in increasing children's educational opportunities and school performance should see the wisdom of offering a breakfast program.

2. "We don't have the money."

a. *Labor Costs.* Your school board may not know that the government pays the cost of labor required in preparing and serving breakfast. The meal reimbursements (see page 4) cover the cost of transporting, preparing, and serving the meals as well as the cost of food itself. You might also let the board know that this is a chance to create new jobs in the community or to upgrade existing school food service jobs to full-time. Thus, the entire community benefits economically.

b. *Supervision.* Paying for employees to supervise the children during breakfast is another problem. USDA has recently made it clear that salaries for Breakfast Program supervisors can be considered a direct cost of the program so long as employees are hired specifically to supervise breakfast or their hours of work are increased specifically for this purpose. Teachers' aides or community aides could be used for supervision. In some schools, their salaries can be paid with funds from Title I of the Elementary and Secondary Education Act. Community services agencies may also be able to provide staff assistance to help with your breakfast program. Or, you may be able to recruit parent or teacher volunteers.

NOTE: For both labor and supervision don't overlook other federally operated programs. You can tap these programs for trainees to help with meal planning, cooking, serving, supervising, bookkeeping, and secretarial work. Most of these programs are operated by the State Department of Labor (DOL) Manpower Agency. You should contact this agency to find out which programs are operating in your area. Programs include WIN (Work Incentive Program), Public Service Careers, and CETA Job Placements under Title II and VI.

c. *Program Costs.* Even if labor and supervision can be paid by the federal government, the school board may be concerned about meeting total costs. You can estimate what the program will cost, and convince the board that they need not worry.

Do this by having your local school food service director estimate the cost of 1) food; 2) supplies and purchasing; 3) labor (including supervision) and 4) administration. Obtain actual cost figures on other school districts in your state that are operating a program. This should give you a good idea of the range of cost. The state food service office can provide this information as well as the average statewide cost. The chart on the next page lists average costs in 1977 in some typical states.

CHART III

School Breakfast Program Costs

State	Average Breakfast Cost
Kansas	54¢
Kentucky	42¢
Montana	63¢
New Jersey	22¢ (cold), 37¢ (hot)
New York	49¢
North Carolina	39¢
Vermont	40¢
Maryland	52¢

Next step: determine the number of students receiving meals free or at reduced-price; the amount of federal reimbursement you will get depends on the number of meals served in each category. If all the children in a school receive free meals the school is entitled to 42.25¢ for each meal × the number of children participating × 180 days (average length of school year) each year.

Participation figures are important, because the greater the participation, the more money will be reimbursed. (Some costs, such as labor and administration, are the same whether 100 or 200 children participate.)

Most cost estimates will prove that the school district can run the program at little or no cost. If that's not the case in your study, find out if some or all of the schools qualify as "especially needy" under your state's definition. If so, these schools could receive the higher federal reimbursement rates. Also find out if your state offers additional funds to schools interested in a breakfast program. A little extra investigation may turn up the required money.

Appendix K includes a sample chart that might prove useful in showing the school board good cost estimates.

3. "We have no cooking facilities."

Some schools have no cooking facilities; others have only a refrigerator and convection oven to heat pre-plated meals. In these schools, the cry is, "We can't because we have no cooking facilities." A simple answer to this objection is: "You don't need any." All you really need is a refrigerator to keep the milk and juice cold. Most dairies that supply milk will also supply a cooler at no charge. Dry cereals, a variety of sandwiches (cheese, peanut butter, cold meats) and fresh fruits can all be prepared without a stove. Pre-packaged meals are another possibility, although these are often expensive and of widely varying nutritional quality.

Here's another solution: apply for non-food assistance funds and purchase food preparation equipment. Remember, federal money is available for this purpose; only 25% of the cost comes from state or local funds. If your school is an "especially needy" school, the full cost of equipment may be paid. Under the new law, schools without any feeding program or without the capacity to serve hot meals have first priority for those funds.

Finally, look around for a nearby church, day care center, or recreation facility nearby that would be willing to "loan out" its kitchen. If so, the school can arrange to serve breakfast there.

4. "How do we serve it?"

There are three basic types of meal service: on-site, central kitchen preparation and pre-plated. Your choice depends on cost, convenience, availability of space, number of children to be served, and scheduling of the meal. Remember, breakfast and lunch don't need to be done in the same way; a simple, inexpensive breakfast can be prepared on-site while lunch is delivered from a central kitchen or catered (or vice versa). (See the section of this GUIDE called "But is the food good?")

5. "We have schedules to keep."

School officials often oppose a breakfast program because it won't fit into the daily routine. Bus or classroom schedules won't allow it.

Actually, scheduling is more of an excuse than a problem! The school breakfast program can be worked around the existing schedules, or implemented with only a minimum of change, as follows:

a. *Before School Starts.* Most schools serve breakfast before classes begin. If the bus schedule is staggered, it is easier to serve the children as they arrive at school. The first children to arrive can be eating when the next bus arrives. A few bus or class schedule changes may be necessary so that the children on the last bus have time to eat. (Five minutes may make the difference.) Children who walk to school can eat anytime before school begins.

b. *Breakfast at the Beginning of Classes.* Breakfast can also be served during the first 30 minutes of school. Breakfast time can be used as a nutrition education period in which children learn about good diets. Cafeteria time, therefore, is not "lost" but put to good educational use. Participation rates are usually much higher with this system.

c. *Breakfast Served During a Morning Break.* Some schools (especially secondary) offer the breakfast program during a break after one or two classes. This is equivalent to an office coffee break. Students prefer this system because they are ready for a break after a few classes and the food helps them "make it" until lunch. The break can last as little as ten minutes.

* * * * * * * * *

The upcoming sections of this GUIDE deal with three specific areas that should interest you: 1) nutritional quality; 2) State Plans of Child Nutrition; and 3) state school food legislation. Your involvement in each of these areas could make a significant difference in the quality of your food programs.

But . . .
is the Food Good?

In our efforts to get the school feeding programs into more and more schools, we have often ignored the quality of the food or the manner in which it is served. Recently, however, many parents, educators, and nutritionists have taken a harder look at these issues.

The law states that the purpose of the child nutrition programs is to "safeguard the health and well-being of the Nation's children." The Secretary of Agriculture must develop meal patterns to help schools meet this goal (see Appendix Q). If children receive meals that meet these patterns they should be getting one-fourth (breakfast) and one-third (lunch) of the nutrients that their bodies need to remain healthy and grow strong.

However, following a particular meal pattern does not guarantee well-fed children. For example, as schools serve more "processed" foods, nutrients may be lost. Furthermore, even the most nutritious food is useless if the child doesn't eat it. Food must be attractive and tasty so that children will want to eat it.

COOKING IT

There are three basic types of meal preparation:

a. *On-site Preparation.* All meals are cooked in a fully equipped school kitchen. The meals can be served in the cafeteria, auditorium, gymnasium, all-purpose room, classroom, or portable annex.

b. *Satellite Meal Service.* Some school districts prepare meals in one main kitchen. Breakfast and lunch are prepared in bulk or in individualized meal packs, then delivered to the schools. Meals can be delivered hot, in insulated carriers, or the meal packs can be delivered frozen and heated in convection ovens. If this method is used, receiving schools must be equipped with convection ovens and freezers as well as refrigerators.

c. *Commercially Prepared Meals.* Many school districts purchase meals from a food manufacturer. These meals are prepackaged and frozen, then reheated at the schools. Some districts use this system temporarily while installing their own satellite or on-site preparation service. Others use it in schools too small for full kitchen facilities.

A 1976 Colorado State University study found that "onsite preparation and service produced meals with higher acceptability than did chilled or frozen preportioned meals." Another study in New York City found that the portions in preplated meals were frequently small and that the food did not provide the basic nutritional requirements. If at all possible, *schools should be encouraged to use on-site preparation.* If the school doesn't have cooking facilities, federal food service equipment money may be available. A third of this money is reserved especially for schools without kitchens or lacking the ability to serve hot meals.

If your school has no kitchen space, consider the possibility of a local church or civic group cooking the meals. Or, a local caterer might prepare and deliver hot meals daily to the schools. Not all catered food has to be frozen and pre-packaged.

WHAT'S TO EAT?

a. *Give the Child a Choice.* Variety is crucial. It improves both the educational and nutritional quality of the meal and exposes children to new food experiences. Even children get bored with hamburgers and french fries everyday! Meals should, therefore, vary from day to day and week to week.

In addition, federal guidelines urge schools to offer children a choice of foods within each meal, especially lunch. A fuller menu increases the chances that a child will find a food he or she likes, and gives the child a sense of independence. Variety is one answer to the "plate waste problem."

b. *Processed and Fortified Foods.* Food isn't what it used to be. Today, we rely heavily on processed foods in our diets. Some processing techniques can cause a loss of nutrients. Therefore, a school meal, depending on how it is prepared or processed, may be missing important nutrients. This problem cannot and should not be solved by excessive "fortification" of foods or creation of "new foods."

Some fortified foods are used to substitute for "real" foods. For example, a fortified grain-fruit product (such as "Astro Cakes" and "Super Donuts") can take the place of orange juice and cereal in the breakfast program. USDA recently tried to ban these fortified pasteries but the food industry raised a fuss, and Congress is now trying to stop USDA's ban. Powerful business interests are making money on the food programs, and they will fight to keep processed and fortified food in these programs.

c. *The Meal Pattern.* Another serious problem is the meal pattern itself. We take in too much fat, cholesterol, sugar and salt and not enough fiber. The Type A meal pattern needs to be re-evaluated in light of this knowledge, and USDA has recently undertaken efforts to do so. [See "Dietary Goals for Americans," Senate Select Committee on Nutrition and Human Needs (1977).]

If you are concerned about the types of foods being served, take these steps:

- √ Start a monitoring project. Review school menus to see if fresh fruits and vegetables and whole grains are served. Check for menu variety day to day and within meals. Make sure that foods which are natural sources of vitamin C, vitamin A, and iron are served regularly. Check for low calorie selections such as skim milk and salad plates.
- √ Take a student survey. What foods are least favored? What new foods would they like to have? The survey could be included in the arithmetic/mathematics curriculum, teaching children how to do surveys and count/interpret the results.
- √ Develop a student-parent-teacher food testing and meal planning committee in middle and secondary level schools. This will help increase student and parent support for, and participation in, school food services.
- √ Encourage meal testing procedures to determine whether the portion sizes meet USDA guidelines.

A NICE PLACE TO EAT

Children sometimes don't eat even when the food is good, because they feel rushed or have to wait in long lines. Seating is limited, and children have to fight one another for a spot. Adults may appear to be "guards" keeping order, not really part of the meal service. Or the room may be dark, undecorated, or poorly ventilated.

Obviously, in schools that don't have lunch rooms, it is hard to "pretty things up." Gymnasiums, auditoriums or classrooms are used for other things and you may have to work around these limitiations.

- √ Make sure the lunch period is long enough so that children have time to eat—at least 20 minutes;
- √ Stagger lunch times so that no one has to wait in line more than 3 or 4 minutes;
- √ Paint the cafeteria (or other room) a bright color and display children's artwork, posters or materials on good nutrition; and
- √ Have monitors sit with children during the meal, eating along with them.

TEACHING GOOD NUTRITION

Few schools offer real nutrition education. Even fewer do it during meals. Yet, the basic act of eating is an educational experience for children. What we teach them to eat as children may strongly influence their diets later—the educational message on the cafeteria tray can affect children's future "health and well-being." Also, children develop attitudes toward food and eating in general based on their experiences with food and eating. Is food something to throw at your friend, or throw away? Is it something to gulp down quickly or to enjoy? Is it something that comes in a TV dinner tray? The best way to learn is by doing. The best time to teach a child about food and its relationship to his or her body is around mealtime. However, this time is often a rushed few minutes of food-gulping before recess.

Recently, the federal government designated large sums of money for nutrition education. It can be used to teach children, train food service workers, and instruct teachers about nutrition and nutrition education. It can also be used for classroom materials and curricula.

Each state should have a nutrition education coordinator who is responsible for drawing up a program plan. It's time for concerned people to see to it that this money is spent properly. Start by calling the state education agency for your state (see Appendix N) to learn the name of the nutrition education coordinator.

JUNK FOOD

In the fight for sound nutrition, you might have to deal with food sales that compete with school meals. That too often takes the form of "junk food"—candy, potato chips, soda, popsicles and the like. When these items replace a regular meal, they can severely affect a child's health and lead to tooth decay. As snacks, they can contribute to obesity.

Congress has recently authorized USDA to regulate the kinds of foods that can be sold in school during the time meals are being served. Proposed regulations were issued prohibiting the sale of candy, soda, gum and frozen sherbets that are less than 50% fruit juice. The manufacturers of these products are trying to get USDA to change this regulation.

You can act at the local level.

a. The state could ban some or all competitive foods. It could limit this ban to certain foods or to certain times of day if it wished.

b. The school could limit the foods offered to items such as fresh fruit, juice, milk, nuts, yogurt and the like. Children could then choose alternate or supplemental foods that are good for them.

Clearly many routes to improving the quality of the child nutrition programs are open to you. The first and most important step is always the involvement of students and their parents.

Photograph by Carol Rank

State Plans
of Child Nutrition Operations

Each year, your state must develop a State Plan of Child Nutrition Operation.[1] This plan covers the lunch, breakfast, residential and child care feeding programs. It is put together by the state education agency [2] and must be approved by the governor and the regional FNS office. (For the names and addresses of the responsible people, see Appendices N and O.

The plan must cover finances, civil rights compliance, and free and reduced-price meal policy. It must include: 1) the state's definition of a school that needs but does not offer a lunch or breakfast program; 2) the State's definition of an "especially needy" school for non-food assistance and an "especially needy" school for higher breakfast reimbursement rates; and, most important, 3) detailed information about how the state will expand the programs in the next school year.

In the past, advocates have not been involved in preparing, evaluating, or monitoring these plans. As a result, the plans have been poorly written and rarely enforced.[3] Yet, advocates could become active and make these plans *working* tools for program expansion.

WHAT SHOULD THEY SAY?

The rules about plan content come from two sources: federal regulations and USDA guidance. The regulations detail USDA requirements. The guidance material explains the regulations and provides more information about what USDA wants.

Copies of the regulations are available from a library, legal services office or from the FNS regional office. They are in Volume 7 of the Code of Federal Rules.[4] You can get copies of the guidance material from the state or the FNS regional office. In this section, *regulatory requirements are followed by an "(r)"; requirements found in the guidance material* are followed by a "**(g)**".

- *The Lunch Program*

The basic requirements are:

a. The number of schools in the state not participating in the lunch program and the average daily attendance in those schools. **(r)** This should be broken down into public schools, private schools, and residential institutions. **(g)**

b. An estimate of the non-federal funds available for the program. **(r)**

c. A *detailed* action plan for program extension to every school in the state, bringing in the neediest schools first. **(r)** The state must indicate the number of public schools, private schools, and institutions targeted for expansion and explain how those schools were chosen. **(g)** It must specify approaches (phone calls, visits, informational packets, etc.) to reach those schools and a timetable for those activities. **(g)**

d. State standards for granting non-food assistance **(g)** and financial plans for bringing in new schools. **(g)**

e. A plan for conducting audits. **(r)**

f. A plan to monitor the states' performance in expanding the program. **(r)** States should pinpoint problem areas, develop solutions, and detail steps toward solutions. **(r)** States are obliged to discuss fiscal accountability, implementation of a confidential free and reduced-price meal policy, meal pattern compliance, and civil rights compliance. **(g)**

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[1] 42 USC § 1759(e)(i)

[2] In some states, the private school and residential programs are operated by USDA, not the state. In those cases, the state plan covers public schools and USDA's regional office writes a plan for private schools and residential institutions.

[3] The inadequacy of the plans and USDA's failure to require decent plans or impose sanctions for failure to meet the regulatory requirements are the subject of a FRAC nationwide class action lawsuit [*Charette v. Bergland*, Civ. Action No. 76-0145 (D.R.I.)].

[4] You specifically want §§ 210.4a and 210.14(a) for lunch and 220.13 for breakfast.

- *School Breakfast Program*

The current breakfast program requirements are:*

a. An estimate of the number of schools in the state needing but lacking a breakfast program and the average daily attendance in those schools. **(r)**

b. The number of Title I schools in the state that don't have lunch or breakfast programs. **(g)** The total number of schools in the state without lunch or breakfast programs. **(g)**

c. The number of schools in the state not offering breakfast in which 25% or more of the students are eligible for free and reduced price meals. **(g)**

d. An estimate of the number of residential institutions not participating. **(g)**

e. The state's definition of schools "needing but not participating in the program." **(g)**

f. The state's definition of "especially needy" for reimbursement purposes and an explanation of how the criteria are made known to the schools. **(g)**

g. The number of schools targeted for expansion during this school year. This figure must be broken down to indicate: 1) the number of targeted schools without lunch in which 25% or more of the students are eligible for free and reduced price meals; 2) the number with lunch in which 25% or more of the students are eligible for free and reduced price meals; and 3) the number of other schools targeted and the reason for their being targeted. **(g)**

h. An estimate of the state funds available for the program. **(r)**

i. The *detailed* state agenda for expanding the program to all children who need it. **(r)** This plan should specify activities, population targets, and timetables. **(g)**

j. A plan to monitor performance in achieving expansion goals. **(r)** The guidance materials here are the same as those in the school lunch program.

HAVE THEY LEFT ANYTHING OUT?

The regulations and guidance leave a good deal of discretion to the states. Advocates should make certain that the plans are very specific. A good plan includes:

a. The names and addresses of schools targeted to enter the program next year. Advocates could then focus on these schools.

b. The specifics of outreach. This information can be obtained by letter, telephone calls, personal visits or a combination of these. Not only school superintendents but school principals, PTA officers, Title I Council chairpeople and community groups should be contacted. Comprehensive materials should be prepared explaining program benefits. Technical assistance should be provided to overcome such problems as bus schedules, supervision, and meal patterns.

c. Statewide publicity through newspapers and broadcast public service announcements. These could be used in publicizing the availability and benefits of the programs and successes in expanding them. In addition, posters, leaflets and the like should be distributed to social service agencies, food stamp offices, legal services offices, libraries, public health clinics and churches to publicize the programs.

d. Provision for multi-lingual outreach and program materials if that is appropriate.

e. State coordination of its activities with other state agencies and advocate groups (such as Title I organizations and anti-hunger groups) and its plans for providing materials to them.

f. Specific timetables—with dates—for completion of goals.

WHAT CAN YOU DO?

a. *Get involved in the Planning Process.* USDA's guidance material states that plan development should be a "public process" and notes that "plans should be available for public review." This means that you have a right to be involved in the process.

Start by evaluating how the programs work in your state. Find out how many schools in your state offer breakfast and/or lunch. How many schools get non-food assistance? Are any of them "especially needy"? How many "especially needy" breakfast schools are there? How fast are the programs expanding? Review the state plans for the last three years. Has the state done what it promised. Has it reached or exceeded its expansion goals?

Next arrange a meeting with the state agency. Tell them why the programs are necessary, and offer help in developing a meaningful plan that would meet USDA guidelines and, better yet, meet the needs of children in your state. Express the committee's concern that the programs be expanded as quickly as possible. Offer suggestions for the plans and for the outreach commitment. The committee may then work with the state officials in developing next year's plan. If not, at least they know that interested and knowledgeable people will keep tabs on the plan they produce.

* (a) to (c) may be omitted if the state has a school breakfast legislative mandate.

b. *Work with the Governor's Office.* It's best if your committee can work with the state agency. If you can't (or know from experience it isn't worth the trouble), try working through the Governor's office, where each year's state plan must be submitted on April 1, before it goes to the FNS regional office. The Governor must sign the plan within 45 days (by May 15). *

Request a copy of the plan from the Governor's office. See if it includes all the information required by the guidance materials and regulations. Then evaluate it for its commitment to expanding the programs, particularly to low-income children. A sample evaluation form is found in Appendix M. Write out your analysis and then arrange to meet with the Governor's staff member responsible for plan approval. This written analysis should be the basis of the meeting. Send a copy of it to the state agency, and we'd appreciate a copy at FRAC.

Stress the educational and economic impact of expanding the programs. Once the Governor's office understands that there is federal money that will create jobs, increase consumption of local food, and upgrade school performance, officials may be willing to push the state education agency toward an excellent plan.

c. *Send Comments to the Regional Office.* If, despite your best efforts, the Governor approves an inadequate plan, send a copy of your critique and a letter about your work to improve the plan to the FNS regional office. Let them know that you don't want the plan approved unless it meets all the guidelines.

LAST BUT NOT LEAST

Once a plan has been approved, the state is supposed to act on it. All of the outreach and programmatic activities described should be implemented. Your committee can work to make this happen.

Develop a checklist of promised state activities—mailings, public service announcements, public meetings, and so forth. Then call to find out what has and hasn't been done. Focus particularly on efforts to reach target schools.

If the state is not following its plan, complain to the FNS regional office and the Governor. At this point, you may also want to contact a legal services attorney for assistance. USDA can withhold money and commodities as well as administrative expense money from a non-complying state. The threat of withholding money usually turns a state around.

* While this is the way things ought to work, often they don't. The state agency may be late with its plan, submitting it after May 15, or the plan may go to the Governor at the same time it is submitted to the regional office. As long as the Governor approves the plan sometime, the regional office will accept it.

State School Food Legislation

Lobbying for state legislation can be extremely fruitful. This legislation could mandate lunch or breakfast programs—or both. It could provide state reimbursement for each meal served and state funds for non-food assistance. A state law could encourage high quality food service and nutrition education.

Four states (New York, Ohio, Michigan, and Texas) presently have laws mandating breakfast. The New York law applies only in large cities. The Ohio and Michigan laws apply to schools serving a large number of low income children, or when 50% of the parents in a school request a program. The Texas law mandates breakfast in any school serving 10% or more of its lunches at free or reduced prices.

Maryland, Maine, New Jersey and several other states require a school lunch program. California law states that schools must offer either breakfast or lunch (or both).

Illinois runs its own state lunch and breakfast programs for low-income children, allowing schools to receive state or federal money, or both. These laws vary widely in their scope and purpose.

Besides mandating the programs, many of the laws establish nutritional standards for meals and include a nutrition education component for the programs. The Michigan law also provides for student and parent involvement in the programs. The chart on the opposite page displays the key features of some of these laws.

After deciding what kind of law you want, you need to study the political process in your state. You will need to know about:

a. The formal political process. When does the legislature meet? How long are its sessions? How frequenty does it convene? Does it have a committee system?

b. The informal political scene. Who has power and who doesn't? Whose opinions are respected? Must certain people be consulted before a bill is introduced?

c. The steps for introduction of a bill, referral to committee and transfer from one House to another.

d. How to lobby committees and the full legislature effectively.

e. How to monitor your bill after passage.

FRAC has prepared a lengthy *Guide To State School Food Legislation* that details how to draft, lobby, and monitor a bill. If you are thinking of getting involved in state legislation, you may want to get a copy of it.

CHART IV

TECHNICAL ANALYSIS OF SCHOOL FOOD LEGISLATIVE PROVISIONS

You have many options in drafting a school food bill. A number of legislative provisions are listed below to help you, with an indication of which states have included them.

STATE	Mandatory Breakfast	Mandatory Lunch	Phase In Time	Emphasize Especially Needy	Additional State Subsidy Provided	Non-food Assistance	Nutrition Requirement	Nutrition Education	Student/Parent Involvement	Non-discrimination Provision	Local Board Accountability to State	State Accountability to Legislature	Enforcement Provision	Emergency Exemption	Federal Law Change Exemption	Vended Food Provision
New York	X*		X	X	X		X								X	
California	one or the other		X	X	X	X	X	X			X		X			
Ohio	X	X	X	X										X		
Michigan	X	X	X	X	X	X	X		X	X	X	X		X	X	X
Illinois		X	X	X	X		X									
Texas	X															

* Only in cities of a specified size

New Federal Legislation

While this *Guide* is being written, Congress is deliberating important changes in the School Breakfast Program. Since the new law will not be completed until September or October, regulations implementing the changes will probably not be ready until February or March of 1979.

This *Guide* reflects the situation as it is now and will be for at least the next eight months. However, you should be aware that changes are coming that will make it easier for schools to offer a breakfast program. These changes are:

- A school that offers both lunch and breakfast will be able to combine the record keeping for both programs. This should cut down on the paperwork and administrative expenses and simplify participation.
- Any school that must participate in the program because it is under a state legislative mandate will automatically be eligible for "especially needy" reimbursement rates.

In addition, Congress may clarify the language in the 1975 breakfast law requiring that schools offer a breakfast program if it is "needed to provide adequate nutrition for children in attendance." This rather vague language has been ignored by USDA and the states. Congress may amend the law to make it clear that this provision includes all schools serving 50% free and reduced-price meals.

We will try to keep you informed of changes as they occur. If you have not already done so, call or write FRAC and ask to be put on its child nutrition mailing list. Keep in touch with advocate groups in your region and with the FRAC fieldworker for your region. The fieldworkers are available to answer questions, help with problems and provide training for your group if you wish. A list of advocates and fieldworkers is in Appendix P.

Appendices

Appendix A

SAMPLE PARENTS' APPLICATION FORM

Dear Parent or Guardian:

The ____ Public Schools serve nutritious meals every school day. Elementary students may purchase lunch for ____ cents and secondary students for ____ cents. Breakfast is ____ cents for elementary and secondary students. The cost for extra milk is ____ cents per ½ pint for white and ____ per ½ pint for chocolate. Additional ½ pints of *free milk* are available upon request to those students eligible for free meals.

Children from families whose income is at or below the levels shown on the attached scale (*see page 5 of the* Guide) are eligible for free milk and for meals free or at the reduced prices of ____ for lunch and ____ cents for breakfast. If your income is greater than those shown, but you have unusually high medical bills; shelter costs in excess of 30 percent of your income; special education expenses, due to the mental or physical condition of a child; or disaster or casualty losses, your children may still be eligible.

To apply, at any time during the school year, for free or reduced-price meals and free milk for your children, complete the attached application and return it to the school. Within 10 days of receiving your application, the school will let you know whether or not your child is eligible. If you wish to review the decision further, you have a right to a fair hearing. This can be done by calling or writing _____.

In certain cases, foster children are also eligible for these benefits. If you have foster children living with you, and wish to apply for such meals and milk for them, please notify us or indicate it on the application. All children are treated the same, regardless of ability to pay. In the operation of Child Feeding Programs, no child will be discriminated against because of race, color, or national origin.

If there is a change in your family's income, due to reasons such as unemployment, or if there is a change in your family size, please contact us. This change may make your children eligible for reduced-price meals, or for additional benefits such as free meals and milk.

The information provided on the application will be confidential, and used only for the purpose of determining eligibility.

If we can be of any further assistance, please contact us.

APPLICATION FOR FREE AND/OR REDUCED-PRICE MEALS

NAME OF SCHOOL _____

I hereby make application for the student listed below who is my child or my ward.
(Separate applications must be submitted for each student.)

LAST NAME	**FIRST NAME**	**AGE**	**GRADE**

Total Number in Family _____

Total family income before deductions. Include wages of working members, welfare payments, pensions, social security, and all other income. **Fill in one:**

Yearly $ _____ Monthly $ _____ Every 2 weeks $ _____ Weekly $ _____

Other $ _____ Specify: _____

If your gross family income exceeds the amount indicated on reverse side of this form, and you wish to apply under any of the special hardship conditions cited in the attached letter, please complete the application form and also describe the nature of your hardships here:

		ESTIMATED DOLLAR VALUE
High Medical Bills	_____	_____
Special Educational Expenses	_____	_____
Disaster or Casualty Losses	_____	_____
Shelter Cost	_____	_____

In certain cases, foster children are eligible for free or reduced price meals, regardless of your family income. If you have such a child living with you, and wish to apply for such meals for the child, please check: _____. The school may wish to contact you for more information about your foster child to determine eligibility.

I hereby certify that all of the above information is true and correct; that the application is being made in connection with the receipt of Federal funds; that school officials may find cause to verify the information on the application and the deliberate misrepresentation of the information may subject the applicant to prosecution under State and Federal criminal statutes.

_____
SIGNATURE OF ADULT FAMILY MEMBER

_____
ADDRESS

THIS PORTION TO BE RETURNED TO PARENT OR GUARDIAN

_____
STUDENT'S NAME

Your application for free or reduced price meals for your child has been:

_____ Approved for free meals and milk.

_____ Approved for reduced price meals at _____ cents for lunch and _____ cents for breakfast.

DENIED FOR THE FOLLOWING REASONS:

_____ Total number in family not given
_____ No amount of income stated
_____ Frequency of income not stated
_____ Application not signed
_____ Income exceeds scale(s)
_____ Other: _____

_____ _____
SIGNATURE OF PRINCIPAL DATE

If you do not agree with this decision, you may discuss it with the school. You may appeal the decision by calling or writing _____.

This form is based on the one used by the District of Columbia Public Schools.

Appendix B

——SAMPLE BY-LAWS——

SCHOOL BREAKFAST COMMITTEE

1. The name of this committee shall be the _____ _____ School Breakfast Coordinating Committee (hereinafter "the Committee").

2. The purposes of this Committee are to increase community awareness of the need for a School Breakfast Program, to organize and establish breakfast programs in our schools and to work with state and local officials so that the programs operate in accordance with federal regulations.

3. Any interested person may become a member of the Committee, either as an individual or as a representative of an organization. Each member shall have one vote.

4. The Committee shall meet whenever the Chairperson feels a meeting is needed. All members shall be notified of such meetings at least 5 days in advance except in cases of emergency.

5. A quorum shall be _____ members of the Committee. At any meeting where a quorum is present, votes may be taken and the majority shall rule.

6. At its first regular meeting, the Committee shall elect a Chairperson. The Chairperson will be responsible for 1) calling meetings; 2) chairing meetings; 3) supervising and coordinating the work of all subcommittees; 4) appointing subcommittee leaders. The Chairperson shall be an *ex officio* member of any subcommittee and may participate in their meetings.

   The Committee shall also elect a Vice-Chairperson who will 1) assume the responsibilities of the Chairperson in his/her absence; 2) assume ongoing responsibility for outreach to bring in new parents and community groups.

7. The Committee shall also elect a Secretary. The Secretary shall be responsible for a) recording the minutes of all Committee meetings and maintaining them on file; b) notifying members when Committee meetings have been called; c) writing on behalf of the Committee to any outside groups, state agencies, the school board and the like; and d) press and media relations.

8. Necessary subcommittees may be established by the Chairperson.

9. Roberts Rules of Order shall govern the conduct of the meetings.

Appendix C

STUDENT BREAKFAST INTEREST SURVEY

Grade_____

Age _____

We would like to find out whether you usually eat breakfast and if you would like to have a breakfast program in your school every day. Please help us by answering these questions.

1. Do you usually eat breakfast before coming to school?
   yes_____ no_____

2. If you usually eat breakfast:
   What time do you usually eat? _____a.m.
   What do you eat for breakfast? _____
   _____
   Do you fix your own breakfast? yes_____ no_____

3. What time do you get to school? _____a.m.

4. Do you come to school by bus? yes_____ no_____

5. Do you buy food from the student store or vending machines before school? yes_____ no_____
   Do you ever stop at a luncheonette or store to buy food before school? yes_____ no_____

6. If you do, what kinds of food do you buy?
   _____

7. Do you usually eat lunch? _____yes _____no

8. Do you usually eat dinner? _____yes _____no

9. If a breakfast program were offered in school, it would provide milk, juice or fruit and cereal or bread. Sometimes muffins, biscuits, pancakes would be served. Other times eggs, meat, cheese or peanut butter would be offered. The breakfast would be free to the students who receive free lunches. It would cost 10¢ for students who pay 20¢ for lunches. All other students would pay _____¢.

   If breakfast is available at school about how many times would you eat? Check the number of times you think you might eat:

   every day_____ two days a week_____
   four days a week_____ one day a week_____
   three days a week_____ would never eat_____

——SAMPLE FACT SHEET——

FACTS ABOUT THE SCHOOL BREAKFAST PROGRAM

1. What is the School Breakfast Program?

   It is a federally funded program that helps schools serve nutritious breakfasts to school children.

2. What foods can be served?

   - milk
   - fruit and vegetables or juice
   - bread, cereal, muffins, pancakes, etc.
   - eggs, cheese, meat, fish, peanut butter

3. Who can participate?

   Any school that wants a program can participate. The school board simply fills out a form and applies to the state department of education on behalf of the school.

4. Who pays for the meal?

   The federal government pays for all or part of the cost of every meal. Some children will get the meal "free." Others will pay 10¢ for "reduced-price" meals. Other children would pay slightly more than 10¢. Any child now receiving a "free" or "reduced-price" lunch is automatically eligible for a "free" or "reduced-price" breakfast.

5. What other help is available?

   If schools can't afford to serve nutritious meals, they may be called "especially needy" and get extra federal money. Schools can also receive surplus food commodities—such as peanut butter and flour—and they can receive money to buy cooking equipment, tables, chairs, dishes, and so forth.

6. What effect will having a breakfast program have on other school activities?

   The school breakfast program will bring more money into our community. Slight changes may be necessary in bus schedules. It will not take money away from the academic budget or teachers' salaries. And it will help children learn better.

   If you would like to help us get a breakfast program started in our community or if you would like more information, please call:

   Name: _____

   Address: _____

   Telephone: _____

SCHOOL FOOD PROGRAMS—COMMUNITY SURVEY

School Facts

						School Lunches		Breakfast	
A	B	C	D	E	F	G	H	I
Names of Schools	SCHOOL PRINCIPAL, LOCATION / TELEPHONE #	ENROLLMENT	TITLE I YES NO	CAFETERIA YES NO	# OF LUNCHES	# OF FREE/ REDUCED PRICE	# OF FREE/ REDUCED PRICE	School Contact Person
Elementary								
Intermediate								
High								
Total (number)		Total #	Total #	Total #				

School District Information

Name of School District Superintendent/phone # _____

Name of Deputy School District Superintendent/phone # _____

Name of District Food Service Manager/phone # _____

School Board Chairperson: _____ When Term Expires _____

Members: _____ Expiration _____ Members: _____ Expiration _____

Elected or Appointed _____

Date, time, place of board meetings _____

How to get on the agenda: _____

Community Information

* Total Population _____

* # of people or % of people below poverty level _____ # or % below 125% of poverty level _____

* You can get this information from the Statistical Abstract of the United States at your local public library.

Appendix E

——SAMPLE COMMUNITY FLYER——

A HUNGRY CHILD CANNOT LEARN. WE NEED BREAKFAST AND LUNCH IN SCHOOLS NOW!

The schools could be serving our children nutritious breakfasts and lunches each day.

The National School Lunch and Breakfast Programs provide Federal funds to serve meals to children. We are missing the opportunity to get our tax money back as an investment in our children and our community.

COME TO THE COMMUNITY MEETING TO LEARN ABOUT THE SCHOOL FOOD PROGRAMS.

YOU CAN HELP

Date:_____

Time:_____

Place:_____

For information, call:_____

Name(s):_____

Phone:_____

Sponsored by:_____

Sample Agenda

for the Community Conference or Public Meeting

1. Why we have formed a School Breakfast Committee.
2. The importance of breakfast and the necessity for the Breakfast Program in the schools. Report on our School Breakfast Program Interest Survey.
3. An explanation of how the Program works on the federal, state and local levels.
4. Problems of implementing the School Breakfast Program in our schools:
   a. How to provide school breakfast in all schools for all children;
   b. How to begin the Program in the Title I schools (where the meals can be cooked, served, etc.);
   c. How to handle the time schedule and supervision;
   d. How to gain the support of the principals, school board and faculty members.
5. Group Decisions on Strategy:
   a. When will we meet with the school board?
   b. Who will do research and write up the presentation and timetable for implementing the School Breakfast Program?
   c. Who will make the presentation and act as spokesperson at the school board meeting?
   d. Who will meet with the principals? When?
   e. Who will organize support from other groups, such as Junior Chamber of Commerce, League of Women Voters, PTA, church groups, WRO, etc.?
   f. What are other ideas for our campaign? (Petitions? Series of articles in the newspapers?)
   g. What will we do after the school board meeting? (If outcome is favorable, how will we help with implementation?)

   and MOST IMPORTANT:

   h. When will we meet again?

Note:

- Be sure to get names, addresses and telephone numbers of everyone who attends so that you can compile a complete mailing list.
- Be sure to invite your local and state officials, and the State Education Agency Food and Nutrition Services Consultant Staff.

——School Breakfast Committee Statement to School Board——

We, the members of the _____ School Breakfast Committee, are meeting with the _____ School Board today to request the implementation of school breakfast in the following schools:

(List Schools)

Federal money is available so that each one of these schools can offer a breakfast program. Since some of these schools are eligible for "especially needy" funds, they can offer very nutritious meals to their students.

As parents and concerned members of the community, we know the benefits a School Breakfast Program offers our children. Students learn better and can pay attention longer. Discipline problems and lateness decrease. School administrators from neighboring communities which offer breakfast have told us this is true. For example . . . (*talk about a breakfast program in your state which has been very successful.*)

Funds for our schools are available now through the State Office of School Food Service. The Director of this Office has already been advised of our desire to have a breakfast program in our schools and is willing to help in any way (s)he can.

In the belief that the School Breakfast Program is worthwhile and that our schools will greatly benefit from it, we are hereby requesting IMMEDIATE IMPLEMENTATION of the Program in above-named schools. Our committee is ready to assist the School Board in all ways possible to formulate plans for a smooth and speedy implementation of the Program.

Since the first step toward that goal is an application submitted by the School Board to the State Director of School Food Service, we request assurance today that this form will be filed immediately.

Hoping that we will be able to work together for a successful Breakfast Program, we submit this request.

(signed) _____

Chairperson _____

School Breakfast Committee _____

——Sample Press Release——

School Breakfast Committee Meets with School Board

For Immediate Release **Contact:**

Date: _____ Name _____

Address _____

Telephone _____

The _____ School Breakfast Committee will meet tomorrow with the _____ School Board to request that the Board make immediate application to expand the School Breakfast Program in the _____ School District. The Committee will explain that an application should be submitted to the State Director of School Food Service who may obtain Federal funds for immediate implementation of the Program.

The _____ School Breakfast Committee emphasizes that the School Breakfast Program is important to all school age children. Studies have shown that children who have not had an adequate morning meal find it more difficult to concentrate and to settle down to work in their morning classes. An adequate breakfast is especially important for children from low-income families who may not have been able to afford an adequate dinner the night before. All children from families with an income of *(fill in eligibility figure for a family of four on page 5 of this GUIDE)* or less (for a family of four) can receive a free breakfast by submitting an application, and children from families with almost twice that income may be able to receive a reduced-price breakfast, once the Program is begun.

A spokesperson for the Committee, _____, said that they believe that, with the immediate cooperation of the School Board and State School Food Service Director, the Breakfast Program can be implemented in the target schools within a short time of application. The target school are _____, _____, and _____.

The School Breakfast Committee was formed last _____ (*date*) _____ in order to seek an expansion of the School Breakfast Program. It is composed of representatives from the following groups: _____.

Its next public meeting will be _____ _____ held at _____

---

* Your press release, when typed, should be double spaced. Be sure it is unexaggerated, factual, clear, and concise. Radio and T.V. announcements should be sent to your local station to the attention of the Public Service Director or Director of Community Affairs, as well as the news director. It may be two or three weeks before they can schedule your announcement so allow enough time or call the station to find out when your anouncement will be on. Additional fact sheets can be attached to the press release if you feel the media needs more information.

STUDENT SURVEY OF FOODS FOR BREAKFAST

Likes and Dislikes

GRADE _____

AGE _____

For all foods listed below place a check (✓) in any column to indicate how you feel about that food. You may check more than one column for each food.

FOODS	Like to eat	Don't like to eat	Never tried to eat	Would try to eat	Would never try to eat	Never heard of	Would eat at other time
Plain toast							
Cinnamon toast							
Dry cereal							
Oatmeal							
Grits							
Cream of wheat							
Doughnuts							
Cake							
Toastees							
Sweet rolls							
Scrambled eggs							
Bacon							
Ham							
Cheese toast							
Fish sticks							
Cheese sticks							
Peanut butter							
Jelly sandwich							
Hamburger							
Pizza							
Pancakes							
Waffles							
French toast							
Applesauce							
Orange juice							
Grape juice							
Apple juice							
Pineapple juice							
Orange halves							
Strawberries							
Cantaloupe							
Peach slices							
Pears							
Fruit cocktail							
White milk							
Chocolate milk							
Luncheon meat							
Creamed beef on toast							

1. Name other foods you like to eat for breakfast. _____
2. Name five of your most favorite foods you like to eat at breakfast time. _____
3. What is your favorite kind of breakfast? _____
4. Of all the foods you eat during the day, what is your one *most favorite food?* _____

Appendix K

COST AND REIMBURSEMENT OF A SCHOOL BREAKFAST PROGRAM

A. Estimated Cost Per Meal of a Breakfast

Food	_____
Supplies	_____
Labor	_____
Administration	_____
Total	_____

B. Reimbursement

	Regular School	Especially Needy School
Paid	¢ Federal Reimbursement ¢ student fee ¢ total	¢ Federal Reimbursement ¢ student fee ¢ total
Reduced Price	¢ Federal Reimbursement 10¢ student fee ¢ total	¢ Federal Reimbursement 10¢ student fee ¢ total
Free	¢ Federal Reimbursement	¢ Federal Reimbursement

Appendix L

HEARING PROCEDURE
for School Lunch and Breakfast Programs

[Title 7, Code of Federal Regulations, section 245.7]

§ 245.7 Hearing procedure for families and School Food Authorities.

(a) Each School Food Authority of a school participating in the National School Lunch Program, School Breakfast Program or the Special Milk Program or of a commodity only school shall establish a hearing procedure under which: (1) A family can appeal from a decision made by the School Food Authority with respect to an application the family has made for free or reduced price meals or for free milk, and (2) the School Food Authority can challenge the continued eligibility of any child for a free or reduced price meal or for free milk. The hearing procedure shall provide for both the family and the School Food Authority:

(i) A simple, publicly announced method to make an oral or written request for a hearing;

(ii) An opportunity to be assisted or represented by an attorney or other person;

(iii) An opportunity to examine, prior to and during the hearing, any documents and records presented to support the decision under appeal;

(iv) That the hearing shall be held with reasonable promptness and convenience, and that adequate notice shall be given as to the time and place of the hearing;

(v) An opportunity to present oral or documentary evidence and arguments supporting a position without undue interference;

(vi) An opportunity to question or refute any testimony or other evidence and to confront and cross-examine any adverse witnesses;

(vii) That the hearing shall be conducted and the decision made by a hearing official who did not participate in making the decision under appeal or in any previously held conference;

(viii) That the decision of the hearing official shall be based on the oral and documentary evidence presented at the hearing and made a part of the hearing record;

(ix) That the parties concerned and any designated representative shall be notified in writing of the decision of the hearing official;

(x) That a written record shall be prepared with respect to each hearing, which shall include the challenge or the decision under appeal, any documentary evidence and a summary of any oral testimony presented at the hearing, the decision of the hearing official, including the reasons therefor, and a copy of the notification to the parties concerned of the decision of the hearing official; and

(xi) That the written record of each hearing shall be preserved for a period of 3 years and shall be available for examination by the parties concerned or their representatives at any reasonable time and place during that period.

Published in the *Federal Register*
August 22, 1974 [39 FR 30339]

——SAMPLE EVALUATION FORM——

STATE PLAN OF CHILD NUTRITION CHECK LIST

	School Lunch	School Breakfast	Residential Institution
1. Number not Participating			
2. Average Daily Attendance			
3. Number of Title I Schools not in Breakfast Program			
4. Number of schools in which 25% or more of the children are eligible for free lunches not in Breakfast Program			
5. Number Targeted for Expansion			
6. Definition of "Especially Needy" for non-Food Assistance			
7. Definition of "Especially Needy" for Breakfast Reimbursement			
8. Definition of how target schools chosen			
9. Specific Details of Outreach by School Districts **— phone calls** **— letters** **— personal visits** **— other**			
10. Statewide Outreach — posters — leaflets — newspapers — radio — television — other			
11. Outreach aimed to **— schools** **— principals** **— superintendents** **— school boards** **— PTA** **— Title I Council** **— parent groups** **— community groups**			
12. Coordination with other Agencies & Advocates			
13. Materials in language other than English			
14. Specific Timetable for Activities			
15. List of Target Schools			

STATE EDUCATION AGENCIES

ALABAMA
T. G. Smith, Coordinator
Food Services and Local Accounting
State Department of Education
410 State Office Building
Montgomery, Alabama 36104
(205) 832-3321

ALASKA
Ms. E. Ruth Benigno
School Food Coordinator
State Department of Education
Alaska Office Building, Pouch F
Juneau, Alaska 99801
(907) 465-2856

ARIZONA
Ms. Junetta Barret, Director
Food and Nutrition Division
Department of Education
1535 West Jefferson Avenue
Phoenix, Arizona 85007
(602) 271-3362

ARKANSAS
James Niven, Coordinator
School Food Services
State Education Building, Rm. 403E
Little Rock, Arkansas 72201
(501) 375-7272

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State Department of Education
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Division of Field Services
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225 West State Street
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Department of Education
Trust Territory of the Pacific Islands
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Food and Nutrition Services
Department of Public Instruction
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School Food Services
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Cheyenne, Wyoming 82202
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U.S. DEPARTMENT OF AGRICULTURE REGIONAL AND NATIONAL OFFICES

Regional Offices

The USDA regional offices are listed below. We have listed both the Regional Administrator (who is in charge of the overall operation of the office) and the Child Nutrition Director (CND) (who is in charge of communicating USDA policy to the states and making sure they follow it).

R. Hicks Elmore, Regional Administrator
CND: Robert J. Freiler (609) 342-0303

Mid-Atlantic Region
Food and Nutrition Service, USDA
One Vahlsing Center
Robbinsville, New Jersey 08691
(609) 259-3041

States Served: Delaware, District of Columbia, Maryland, New Jersey, New York, Pennsylvania, Puerto Rico, Virginia, Virgin Islands, and West Virginia

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Dennis M. Doyle, Regional Administrator
CND: David McDeVitt (617) 223-0267

Midwest Region
Food and Nutrition Service, USDA
536 South Clark Street
Chicago, Illinois 60605
(312) 353-6664

States Served: Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin.

Harold T. McLean, Regional Administrator
CND: David McDeVitt (617) 223-0267

New England Region
Food and Nutrition Service, USDA
33 North Avenue
Burlington, Massachusetts 01803
(617) 272-4337

States Served: Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont

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David Alspach, Administrator
CND: Charles Kirby (404) 257-4911

Southeast Region
Food and Nutrition Service, USDA
1100 Spring Street, N.W., Room 200
Atlanta, Georgia 30309
(404) 881-4131

States Served: Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee

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Wallace F. Warren, Regional Administrator
CND: H. Pullum (214) 749-2391

Southwest Region
Food and Nutrition Service, USDA
1100 Commerce Street, Room 5-C-30
Dallas, Texas 75242
(214) 749-2877

States Served: Arkansas, Louisiana, New Mexico, Oklahoma, and Texas

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Neill W. Freeman, Regional Administrator
CND: Jack Bradley (415) 556-4956

Western Region
Food and Nutrition Service, USDA
550 Kearny Street, Room 400
San Francisco, California 94108
(415) 556-4950

States Served: Alaska, American Samoa, Arizona, California, Guam, Hawaii, Idaho, Nevada, Oregon, Washington, and Trust Territory of the Pacific Islands

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Billy Wood, Regional Administrator
CND: Jose Acosta (303) 327-5071

Mountain Plains Region
Food and Nutrition Service, USDA
2420 West 26th Avenue, Room 430-D
Denver, Colorado 80211
(303) 837-5330

States Served: Colorado, Iowa, Kansas, Missouri, Montana, Nebraska, North Dakota, South Dakota, Utah, and Wyoming

National Offices

There are, of course, many people at USDA in Washington who have a hand in making decisions affecting the school food programs. These major policy makers are:

- Robert Bergland, Secretary of Agriculture (phone: 202/447-3631)
- Carol Tucker Foreman, Assistant Secretary for Food and Consumer Services (phone: 202/447-4623)
- Robert Greenstein, Special Assistant to the Secretary who works directly with Foreman on the food programs (phone: 202/447-2406)

The following people also effect policy but have the major responsibility for program administration:

- Lewis B. Straus, Administrator of the Food and Nutrition Service (FNS) (phone: 202/447-8384)
- Gene Dickey, Deputy Administrator for Special Nutrition Programs (phone: 202/447-5548)
- William G. Boling, Deputy Administrator for Regional Operations (phone: 202/447-6603)
- Margaret Glavin, Director for School Programs Division responsible for specific operation of the school food programs nationwide (phone: 202/447-8130)

The addresses for all the national officials is simply:

United States Department of Agriculture
Washington, D.C. 20250

ADDITIONAL SOURCES OF ASSISTANCE

There are a number of national and regional resources you can call upon for help in your efforts to expand the school food programs or improve the quality of school meals.

a. Food Research and Action Center (FRAC)
2011 Eye St., N.W.
Washington, D.C. 20006
(202) 452-8250

FRAC's fieldwork and legal staffs view School Breakfast Program expansion as one of their two major priorities. Feel free to contact the fieldworker for your region for assistance:

- *in the southeastern states* — Mary Brown
- *in the southwest states* — Sarodel Childs
- *in the mountain plain states* — Mary McPherson
- *in the mid-western states* — Michael Sandifer
- *in the mid-atlantic states* — Rus Sykes
- *in all other areas* — Paula Roberts

In addition, FRAC's staff nutritionist, Lynn Parker, is available to work with the fieldworkers to aid community groups in their efforts to improve school meal quality.

b. The Community Nutrition Institute (CNI)
1146 19th St., N.W.
Washington, D.C. 20036
(202) 833-1730

CNI publishes the excellent food and nutrition newsletter, *CNI Weekly Report,* which also tracks farm and food policy issues and consumer concerns. CNI also provides workshops on the food programs, especially to Community Food and Nutrition Program-funded groups.

c. The Children's Foundation
1028 Connecticut Ave., N.W.
Washington, D.C. 20036
(202) 296-4450

The Children's Foundation is another source of technical information, especially on the children's food programs (the school food programs, the Summer Food Program, Child Care Food Program, and the WIC Program for mothers and infants). CF also has regional offices in the Southeast, Southwest, and Mountain Plains regions.

d. Children's Rights Group
693 Mission St.
San Francisco, CA 94105
(415) 495-7283

The Children's Rights Group works in the western region on anti-hunger issues, especially the school food and the summer food programs. They are an especially good source of information on school food problems as they affect children of migrant farmworkers.

e. National Child Nutrition Project
46 Bayard St.
New Brunswick, N.J. 08903
(201) 846-1161

NCNP provides technical assistance on the food programs in CSA region II and has good experience in conducting school breakfast campaigns.

f. Center for Science in the Public Interest
1755 S St., N.W.
Washington, D.C. 20009
(202) 332-9110

CSPI works on nutrition issues, and offers a short pamphlet on school meal quality.

g. National Association of Farmworker Organizations (NAFO)
1325 E St., N.W.
Washington, D.C. 20004
(202) 347-2407

NAFO undertakes food program advocacy on behalf of farmworkers and their families.

h. Your Congressperson and Senators may be helpful sources of assistance in obtaining federal documents or in pressuring USDA's regional or national offices. To contact them write:

Representative _____
U.S. House of Representatives
Washington, D.C. 20515

Senator _____
U.S. Senate
Washington, D.C. 20510

or call the Congressional switchboard, which can connect you with all Congressional offices: (202) 224-3121.

THE FEDERAL NUTRITION REQUIREMENTS FOR SCHOOL LUNCH

UNITED STATES DEPARTMENT OF AGRICULTURE

Food and Nutrition Service

Reprinted from the Federal Register, Vol. 41, No. 92. – May 11, 1976

§ 210.10 Requirements for lunches.

(a) (1) This paragraph sets forth the requirements for Type A lunches eligible for Federal cash reimbursement. The requirements are designed to provide a nutritious and well-balanced Type A lunch daily to each child of school age which, averaged over a period of time, will approximate one third of the child's Recommended Dietary Allowances. To provide variety and encourage participation, the School Food Authority should, whenever possible, provide a selection of foods from which the children may choose the Type A lunch. When more that one Type A lunch is offered or when a variety of items within the Type A lunch pattern is offered, all children shall be offered the same selections regardless of whether they are eligible for free or reduced price lunches or pay the full price.

(2) Except as otherwise provided in this section, and in any appendix to this part, to be eligible for Federal cash reimbursement, a Type A lunch shall contain, as a minimum, each of the following food components in the amounts indicated:

(i) One-half pint of fluid milk as a beverage.

(ii) Two ounces (edible portion as served) of lean meat, poultry, or fish; or two ounces of cheese; or one egg; or one-half cup of cooked dry beans or peas; or four tablespoons of peanut butter; or an equivalent quantity of any combination of the above listed foods. To be counted in meeting this requirement, these foods must be served in a main dish or in a main dish and one other menu item.

(iii) Three-fourths cup of two or more vegetables or fruits, or both. Full-strength vegetable or fruit juice may be counted to meet not more than one-fourth cup of this requirement.

(iv) One slice of whole-grain or enriched bread; or a serving of cornbread, biscuits, rolls, muffins, etc., made of whole-grain or enriched meal or flour.

(v) One teaspoon of butter or fortified margarine.

(3) The kinds and amounts of foods specified in paragraph (a) (2) of this section are approximate amounts of foods to serve 10 to 12 year-old children. The Department shall issue guidance materials for the use of State agencies and FNSROs on the amounts of foods to be served children in various age groups. If consistent with State policy, School Food Authorities may allow children aged 6 through 10 years to be served lesser amounts of selected foods than are specified in paragraph (a) (2) of this section. For children older than 12 years of age, School Food Authorities shall encourage the serving of larger amounts of selected foods than are specified in paragraph (a) (2) of this section.

(b) (1) This paragraph, in subdivision (2), sets forth the requirements for lunches eligible for Federal cash reimbursement which are designed to provide nutritious lunches for infants aged up to 1 year, and, in subdivision (3), for children aged 1 to 6 years.

(2) When infants aged up to 1 year participate in the Program, an infant lunch pattern shall be offered. Foods within the infant lunch pattern shall be of texture and consistency appropriate for the particular age group being served. The amount of food in the lunch may be offered to the infant during a span of time consistent with the infant's eating habits. The infant lunch pattern shall contain, as a minimum, each of the following components in the amounts indicated for the appropriate age group:

(i) 0 to 4 months—four to six fluid ounces of infant formula; and zero to one tablespoon of infant cereal; and zero to one tablespoon of fruit or vegetable of appropriate consistency or a combination of both.

(ii) 4 to 8 months—six to eight fluid ounces of infant formula; and one to two tablespoons of infant cereal; and one to two tablespoons of fruit or vegetable of appropriate consistency or a combination of both; and zero to one tablespoon of meat, fish, poultry, or egg yolk, or zero to one-half ounce (weight) of cheese or zero to one ounce (weight or volume) of cottage cheese or cheese food or cheese spread of appropriate consistency.

(iii) 8 months to 1 year—six to eight fluid ounces of infant formula, or six to eight fluid ounces of whole fluid milk and zero to three fluid ounces of full-strength fruit juice; and three to four tablespoons of fruit or vegetable of appropriate consistency or infant cereal or combination of such foods; and one to four tablespoons of meat, fish, poultry, or egg yolk, or one-half to two ounces (weight) of cheese or one to four ounces (weight or volume) of cottage cheese or cheese food or cheese spread of appropriate consistency.

(3) When children aged 1 year to 6 years participate in the Program, a preschool lunch pattern shall be offered, which shall contain, as a minimum, each of the following food components in the amounts indicated for the appropriate age group:

(i) 1 to 3 years—one-half cup of fluid milk; and one ounce (edible portion as served) of lean meat, poultry, or fish, or one ounce of cheese, or one egg, or one-fourth cup of cooked dry beans or peas, or two tablespoons of peanut butter; and a one-fourth cup serving consisting of two or more vegetables or fruits or both; and one-half slice of whole-grain or enriched bread or equivalent; and one-half teaspoon of butter or fortified margarine.

(ii) 3 years to 6 years—three-fourths cup of fluid milk; and one an one-half ounces (edible portion as served) of lean meat, poultry, or fish, or one and one-half ounces of cheese, or one egg, or three-eighths cup of cooked dry beans or peas, or three tablespoons of peanut butter; and a one-half cup serving consisting of two or more vegetables or fruits or both; and one half slice of whole-grain or enriched bread or equivalent; and one-half teaspoon of butter or fortified margarine.

USDA has recently issued new lunch pattern regulations to be used on an experimental basis in about 400 selected schools. The lunch pattern may be changed based on data from this experiment.

Appendix Q (Continued)

THE FEDERAL NUTRITION REQUIREMENTS FOR SCHOOL BREAKFAST

UNITED STATES DEPARTMENT OF AGRICULTURE

Food and Nutrition Service

Reprinted from the Federal Register, Vol 41, No. 106-Aug. 17, 1976

§ 220.8 Requirements for breakfast.

(a) (1) Except as otherwise provided in this section, and in any appendix to this part a breakfast eligible for Federal cash reimbursement shall contain, as a minimum, the following food components in the amounts indicated:

(i) One-half pint of fluid milk served as a beverage or on cereal or used in part for each purpose.

(ii) A one-half cup serving of fruit or full-strength fruit or vegetable juice.

(iii) One slice of whole-grain or enriched bread, or an equivalent serving of cornbread, biscuits, rolls, muffins, etc., made of whole-grain or enriched meal or flour, or three-fourths cup (volume) or one ounce (weight), whichever is less of whole-grain cereal or enriched or fortified cereal, or an equivalent quantity of any combination of any of these foods.

(2) To improve the nutrition of the participating children over 1 year of age, breakfasts shall also include as often as practicable meat or meat alternates such as a one ounce serving (edible portion as served) of meat, poultry, or fish; or one ounce of cheese; or one egg; or two tablespoons of peanut butter; or an equivalent quantity of any combination of any of these foods.

(b) (1) This paragraph, in subdivision (2), sets forth the requirements for breakfasts eligible for Federal cash reimbursement which are designed to provide nutritious breakfasts for infants aged up to 1 year, and in subdivision (3) for children aged 1 to 6 years.

(2) When infants aged up to 1 year participate in the Program an infant breakfast shall be offered. Foods within the infant breakfast pattern shall be of texture and consistency appropriate for the particular age group being served. The amount of food in the breakfast may be offered to the infant during a span of time consistent with the infant's eating habits. The infant breakfast pattern shall contain, as a minimum, each of the following components in the amounts indicated for the appropriate age groups:

(i) 0 to 4 months—four to six fluid ounces of infant formula; and zero to one tablespoon of infant cereal.

(ii) 4 to 8 months—six to eight fluid ounces of infant formula; and one to three tablespoons of infant cereal.

(iii) 8 months to 1 year—six to eight fluid ounces of infant formula, or six to eight fluid ounces of whole fluid milk and zero to three fluid ounces of full-strength fruit juice; and two to four tablespoons of infant cereal.

(3) When children aged 1 year to 6 years participate in the Program, a preschool breakfast shall be offered, which shall contain, as a minimum, each of the following food components in the amounts indicated for the appropriate age group

(i) 1 to 3 years—one-half cup of fluid milk served as a beverage or on cereal or used in part for each purpose; and a one-fourth cup serving of fruit or full-strength fruit or vegetable juice; and one-half slice of whole-grain or enriched bread, or an equivalent serving of cornbread, biscuits, rolls, muffins, etc., made of whole-grain or enriched meal or flour, or one-quarter cup (volume) or one-third ounce (weight), whichever is less, of whole-grain cereal or enriched or fortified cereal or an equivalent quantity of any combination of any of these foods.

(ii) 3 to 6 years—three-fourths cup of fluid milk served as a beverage or on cereal or used in part for each purpose; and a one-half cup serving of fruit or full-strength fruit or vegetable juice; and one-half slice of whole-grain or enriched bread, or an equivalent serving of cornbread, biscuits, rolls, muffins, etc., made of whole-grain or enriched meal or flour, or one-third cup (volume) or one-half ounce (weight) whichever is less, of whole-grain cereal or enriched or fortified cereal or an equivalent quantity of any combination of any of these foods.

(c) Additional foods may be served with breakfasts as desired to participating children over 1 year of age.

(d) If emergency conditions prevent a school normally having a supply of milk from temporarily obtaining delivery thereof, the State agency, or FNSRO where applicable, may approve reimbursement for breakfast served without milk during the emergency period.

(e) FNS may approve variations in the food components of the breakfast on an experimental or on a continuing basis in any school where there is evidence that such variations are nutritionally sound and are necessary to meet ethnic, religious, economic or physical needs.

(f) Substitutions may be made in foods listed in paragraphs (a) and (b) of this section if individual participating children are unable, because of medical or other special dietary needs, to consume such foods. Such substitutions shall be made only when supported by a statement from a recognized medical authority which includes recommended alternate foods.

(g) The inability of a school to obtain a supply of milk on a continuing basis to meet the breakfast requirements in paragraphs (a) and (b) of this section shall not bar it from participation in the Program. In such cases the State agency, or FNSRO were applicable, may approve the service of breakfasts without milk: *Provided, however,* That an equivalent amount of canned, whole dry, or nonfat dry milk is used in the preparation of the components of the breakfast patterns listed in (a) (1) and (b) (3) of this section.

(h) For the period ending September 30, 1977, the Secretary, with the concurrence of officials of the Trust Territory of the Pacific Islands, shall establish a breakfast pattern or patterns which are consonant with local food consumption patterns and which, given available food supplies and food service equipment and facilities, provide optimum nutrition consistent with sound dietary habits for participating children, for use in the Trust Territory in lieu of the breakfast patterns listed in paragraphs (a) and (b) of this section. The requirements for such patterns shall be attached to and made a part of the written agreement required under § 220.3 of this part.

THE FOOD RESEARCH AND ACTION CENTER is a private, nonprofit public interest law firm and advocacy center working with the poor and near poor to end hunger and malnutrition in the United States. FRAC offers legal assistance, organizing aid, training, and information to poor people and their groups working to improve and expand the Federal food programs (food stamps, school lunch/breakfast, day-care and summer feeding, WIC, and Nutrition Program by the Elderly).

FRAC's publications and assistance are available free to community groups and individuals who cannot afford to pay. The prices are listed below (reduced by $.25 for orders of 50 or more). The following materials are available:

A. **FRAC's Guide to the National School Lunch and Breakfast Programs,** describing the Programs and outlining methods of organizing a school breakfast campaign; August 1978; $1.00

B. **FRAC's Guide to State School Food Legislation,** describing the methods of drafting state legislation to improve and expand the school food programs and of ushering a bill through a state legislature; March 1978; $.75

C. **FRAC's Guide to the Food Stamp Program,** detailing Program operation in an easily-understood question and answer form; July 1978; $1.00

D. **Waiting for Food Stamps (or What to Do Until the New Program Gets Here),** a pamphlet suggesting strategies for local and state advocates to prepare for the implementation of the new Food Stamp Program; July 1978; Single Copies Free, additional copies $.60 each.

E. **School's Out . . . Let's Eat:** FRAC's Guide to Organizing a Summer Food Program; April 1978, $1.00

F. **FRAC's Guide to the Child Care Food Program,** describing this expanded Program for all types of child care centers and daycare homes; September 1976; Free

G. **FRAC's Profile of the Federal Food Programs,** a short pamphlet describing FRAC and outlining the seven major government food programs; July 1978; Free

H. Periodic legislative and regulatory updates on **Food Stamps, Child Nutrition Legislation, the School Breakfast Program, and Elderly Nutrition;** Free

For these materials or other assistance, contact:

FRAC
Food Research and Action Center
2011 Eye Street, N.W.
Washington, D.C. 20006
(202) 452-8250